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HUMAN RESOURCES

Special Sahelian Office

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HUMAN RESOURCES

Outline Analysis of
Human Resources Development Problems

Sudano-Sahelian Zone

1. The Problem

The prolonged drought has led to acute shortages of food, feeding stuffs and seeds, to the extinction of large numbers of livestock, and to the destruction of the livelihood of wide layers of the population resulting in mass migration, human and social tragedy. Over and above the relief operations currently underway in the Sudano-Sahelian zone, the situation calls for medium and long-term policies and programmes designed both to combat the causes and effects of the drought and to accelerate the attainment of higher levels of economic and social development which will make man and his environment less vulnerable to the hazards of natural disaster (droughts have occurred in the past and will unfortunately occur again). In fact, the mere restoration of a pre-drought economic situation - i.e. a pattern of fragile structures and circuits - appears neither feasible nor desirable.

Seen in this context, the drought has now added a heavy economic and social rehabilitation burden to an already enormous development task as it existed at the end of the First Development Decade of the sixties when economic growth in the Sudano-Sahelian zone continued to lag behind the population increase ... - with the exception only of Mauritania [Table 1].

By 1969, only two of the six countries had reached an annual per capita GNP in the US $100 - $200 range due to the relative sectoral importance of iron ore mining in Mauritania ... and of manufacturing in Senegal [Table 2]. Were it not for the relative weight of the respective sector in these two countries, one could say that all six Sudano-Sahelian countries belong to the least developed among the developing countries and not only

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the four which now have formal LDC status, i.e. Chad, Mali, Niger and Upper Volta. Their landlocked position has not only hampered relief operations in the past months, but also constitutes a serious handicap in the development effort; hence the adoption by the Ouagadougou inter-State Committee last September of transport and communications as a sub-regional action priority.

A substantial part of the imports of the six countries is made up of capital inputs purchased from the industrialised countries such as industrial equipment, heavy transport equipment ... and machinery [Table 3]. They have to be paid with the export returns of a few primary agricultural and mineral products ... [Table 4] most of which are subject to important, and often sudden, price fluctuations on the world market; hence a general deterioration in the terms of trade of the Sudano-Sahelian countries - also entailing growing recourse to external finance to sustain the necessary flow of capital goods from abroad (with a growing external indebtedness adversely affecting the balance of payments situation). For their external trade (as a rule adversely affected by an unequal elasticity of demand of their imports as compared to their exports), the Sudano-Sahelian countries depend heavily upon one or two industrialised countries as the major trade partners including the former metropolitan ... country [Table 5].

With an annual growth rate of nearly three percent (3%), the population of the six countries is estimated to rise from ... approximately 23 million in 1970 to 30 million in 1980 [Table 6]. The pastoral nomadic element, which is particularly vulnerable to the effects of periodical droughts, is believed to account for about sixteen per cent (16%), or one-sixth, of the total population of the six countries; it is, however, concentrated in the Sahelian areas.

The active population aged 15-64 years is expected to grow ... from 9,2 to 11,4 million in the 1970-1980 period [Table 7]. It is obvious that the anticipated 2,2 million increase in the

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labour force has alarming economic, social and political implications when compared to the limited absorptive capacity of a small modern sector and the prevailing lack of gainful employment in a large traditional sector. It is significant that, in 1970, wage-earning and salaried employment in the Sudano-Sahelian zone only amounted to approximately 290,000 (Senegal alone totalled 125,000 jobs), which corresponds to a mere three per cent (3%) of the labour force. Even this small figure does not account for productive employment only; it comprises equally a substantial element of public administration: fifty per cent (50%) of salaried employment in Chad and Niger, thirty-four per cent (34%) in Mauritania, and thirty per cent (30%) in Senegal. The overwhelming majority of the active population is found in low-productivity low-income employment in agriculture, livestock production and fishing (mostly self-employment, traditional in type and seasonal by nature): approximately ninety per cent (90%) in Chad, Mali, Niger and Upper Volta; eighty-five per cent (85%) in Mauritania and seventy-five per cent (75%) in Senegal. The task of creating additional employment opportunities for the growing labour force is, therefore, compounded by the need to raise the incomes of the vast majority of the population currently engaged in subsistence agriculture.

The conclusion is that unemployment and underemployment are neither a temporary phenomenon nor limited to drought-afflicted sectors; they constitute, above all, a major medium and long-term problem area which not only affects all sectors of activity but, to a large extent, also determines economic and social development in the whole sub-region.

In order to break the vicious circle of overdependence and underdevelopment, man must be considered as both the aim and the agent of development in the Sudano-Sahelian zone, hence the need for a coherent human resources development strategy based on employment creation, skills improvement and institutional support,

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and geared to economic and social rehabilitation on the one hand, and overall development on the other.

To conceive employment-oriented national policies and programmes and to ensure the necessary sub-regional co-ordination, reliable and comparable data on the human resources situation are a prerequisite, covering related items such as the structure of the labour force, according to sex, age and employment status, its distribution between economic sectors, occupation groups and levels of skill, levels of income, job opportunities, employment conditions, and migrations. The problem unfortunately is that such statistical information has not yet been collected systematically. No survey or sampling of the important displacements and migratory movements of the drought-afflicted populations has been made either. Only priority action on both issues can help provide a reliable basis for effective economic and social rehabilitation as envisaged under the Ouagadougou 'Rapport-Programme', and for the building up of a Sudano-Sahelian development strategy for a co-ordinated approach at the national and sub-regional levels.

To prepare such a strategy requires, in the first instance, time and an adequate assessment and planning machinery. It is also a complex interdisciplinary task since the employment objective involves many issues and a blend of a series of different policies and measures:

- improvement of the terms of trade vis-à-vis the industrialised countries through negotiation of a variety of measures (including price and quantity guarantees and preferential tariffs for primary products, soft loan arrangements facilitating capital goods imports for industrialisation schemes, and possibly suspension of the reverse preferences formula);
- development of sub-regional inter-country trade by making full use of the given potential complementarity which allows for specialisation and economies of scale;

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- intensified prospection for mineral resources with a view to timely development under national control ensuring national ownership or participation;
- increased diversification and intensification of agricultural and livestock production;
- encouragement of local conditioning, grading and processing of primary products (cash crops, minerals, etc.,) prior to export;
- development where feasible - and preferably in partnership with neighbouring countries - of suitable import substitution industries;
- organisation of a sub-regional labour market enabling surplus labour from the landlocked countries to share in the employment opportunities of industry and modern agriculture in the coastal countries;
- utilisation of labour intensive methods, especially for infrastructural works;
- skills improvement by way of vocational and management training with a view to raising productivity and incomes;
- development of co-operative institutions to mobilise self-help and local resources for productive purposes (leading also to increased self-employment); and
- involvement of the population in rehabilitation and development work.

2. General and Sectoral Significance of Human Resources

Experience in the development field has demonstrated that an economic growth or GNP approach to development does not necessarily yield economic and social progress. Development is not sought for its own sake but because it is a means of providing increasing opportunities to all people for a better life. Furthermore, the extent to which natural and financial resources are maximised, development plans executed and social benefits distributed, depend on the abilities and performance of people. The recognition of the development significance of

human resources has given rise to a comprehensive concept of human resources development which - broadly speaking - sees the links between the preparation for work, opportunities for work, nature of work, job performance and individual development at work within the broader framework of economic and social conditions.

Popular involvement and institutional support

Although the implementation of such a policy of human resources development would stimulate participation in the development effort, popular involvement also depends on effective communication between the policy-makers and the mass of the people, as well as on adequate institutional arrangements which further the participation process. One of the six countries, namely Niger, has already made a deliberate effort towards ensuring popular participation right from the planning stage - ascertaining local motivations, possibilities and limitations whilst making the purposes of national development planning understood. It is equally true that there is a growing recognition of the important role which employers and workers organisations can play in the development process, although the modern sector is still fairly small. However, the general situation in the Sudano-Sahelian zone reflects a substantial institutional and communications gap, affecting especially the rural areas. This has not only hampered relief operations but may also render difficult the preparation and implementation of rehabilitation and development programmes.

The nature and magnitude of the task, therefore, entails an urgent need for more decentralised administrative structures and integrated services (such as multi-purpose rural services centres, or district development teams as in East Africa), increased local self-government and various types of efficient co-operative self-help institutions [Table 8 reveals a fairly low numerical importance of co-operatives - as yet of often limited economic viability]. A sustained systematical effort

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in this direction would especially allow for timely technical co-ordination at the grassroot level, effective utilisation of scarce governmental inputs and nationwide mobilisation of local initiative and resources. This obviously generates additional employment opportunities, incomes and demand.

Transport

The heavy dependence of the Sudano-Sahelian zone on external trade (and access to the sea), the absence of adequate national and inter-country transport links and the lack of well managed transport enterprise have resulted in transportation being a major bottleneck with respect to overall development,[1] current emergency relief operations and any envisaged medium-term economic and social rehabilitation programme. The implications of this problem area are particularly serious for the four landlocked countries. In fact, the present position is that excessive transport cost adversely affect their export returns whilst considerably inflating their expenditure on imports - and the cost of inputs. Even a modest rate of economic growth cannot be expected to materialise if the prevailing situation in the transport sector does not improve.

The infrastructural projects contained in the 'Rapport-Programme' are an important step towards transport development. The work involved is bound to create additional training needs in view of the limited number of skilled labour available but it can also offer substantial employment opportunities for unskilled labour, provided labour intensive methods are used to the greatest possible extent. Project evaluation in this respect is, therefore, an obvious necessity both at the inter-State and the national levels.

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1 See Working Paper No. 2 on 'Transport and Communications' in: UN ECA, Intra-African Economic Co-operation and Africa's Relations with the European Economic Community, document E/CN.14/L.409, Addis Ababa, 1972.

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Another human resources domaine which is equally important for the development of efficient transport concerns the urgent need to undertake systematic training and upgrading efforts in all transport-related trades[1] as well as in the management of transport systems, enterprise and operations.[2] This is not only the consequence of sectoral manpower requirements but is also dictated by the constraint of compressing the cost incidence of transport on external trade and national output.

Balanced_rural_and_urban_development

The economy of the Sudano-Sahelian zone is still marked by a pronounced duality with a modern urban sector of narrow dimensions existing side-by-side with a large traditional rural sector. The lack of remunerative employment opportunities and adequate social amenities in the latter has set into motion a massive rural-urban migration current towards the urban centres of the Sudano-Sahelian countries and even more so towards the more industrialised areas of the coast.

It is significant that pre-drought annual urbanisation rates were estimated to range from 8 to 12 percent. The effects of the drought appear to have accelerated rural exodus whilst also modifying, to a certain extent, the nature and structure of migrations. Full insight into the problem is, however, obscured by a general lack of reliable and comparable data for the pre-drought period and by the absence to date of specific post-drought surveys.

To build up rapidly an adequate machinery for the collection and evaluation of labour migration statistics, required for policy-making, is one thing - to control the causes and effects of the phenomenon is quite another owing to its complexity and an ever increasing migratory pressure resulting from fast population growth. The major problem at stake concerns

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1 ranging from construction, maintenance and repair of infra-structures, transport equipment and vehicles, to driving and piloting, handling of spare parts and supplies, containers and merchandise, insurance, etc.

2 covering all types of carriers and inter-modal transport.

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the timely provision of more balanced and substantially increased employment opportunities. This implies the need for a multi-sectoral approach which must be part of a comprehensive economic and social development strategy aiming at a better utilisation of human and natural resources. Since external trade determines to a large extent the economic and social prospects of the Sudano-Sahelian countries, one basic condition is a prerequisite for the successful development and implementation of such strategy; it must not only reflect the aspirations and possibilities of the nations concerned, but also obtain full support from both the industrialised and the neighbouring countries.

The need to absorb the rapidly growing national labour force commands complementary action at both the national and the sub-regional levels. National output and income must be increased through the exploration and development of additional natural resources, infrastructural works enhancing productive capacity, and an intensification and diversification of production - entailing industrialisation measures which allow for more local processing both to increase the market value of exports and to substitute certain imports or production stages thereof. The narrow economic dimensions of individual Sudano-Sahelian countries and of most other West-African countries make inter-country co-ordination of planning and economic co-operation a compelling necessity - including the need to match national labour surpluses with sub-regional employment opportunities, hence the need for a sub-regional approach to labour migration.

To change the prevailing production and trade patterns which, to a large extent, are a legacy of the colonial past, increased African participation in the management of established companies and the promotion of new locally-owned and operated

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enterprise is an obvious necessity which has found growing recognition in the countries concerned. The major bottleneck in this respect is not so much a lack of policy or finance but one of a serious lack of qualified national managerial and supervisory staff. Lack of managerial skills has, in fact, also affected emergency relief operations in the past months. Skills improvement and management training therefore constitute a problem area requiring urgent and sustained attention.

This problem equally affects the conception, execution and future functioning of infrastructural operations of the kind retained by the Sudano-Sahelian Heads of State Conference last September. Past experience has, in several cases, shown how even existing infrastructure, such as transport links and irrigation systems, can deteriorate owing to lack of proper management, administration and maintenance. The development of managerial skills for the purpose is particularly relevant since the envisaged dams (water supply, irrigation, transport and power) and transport links (rail, road, waterways) are to lay the foundation for a better balanced integrated economy of higher productive capacity. In addition to meeting this basic requirement, infrastructural works tend to have a stabilising influence on migratory movement owing to their location and polarisation effects. More important still is their capacity to absorb, at least temporarily and given proper organisation and supervision, substantial numbers of unskilled labour - provided labour intensive methods are used for both construction and maintenance. This may remove some of the unemployment pressure which has accelerated the rural exodus, permitting also, in the first instance, the establishment of food-for-work schemes in favour of unemployed drought-afflicted groups of the population. The human resources component of infrastructural work, therefore, constitutes both a major challenge and a development opportunity; it is undoubtedly a complex problem area which needs particular attention.

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Although approximately ninety per cent (90%) of the population derive their livelihood on and from the land, agriculture only accounts for about forty-five per cent (45%) of the aggregate GDP of the Sudano-Sahelian zone [Table 2]. The main problem is one of underemployment and seasonal unemployment which accompany extensive farming and traditional livestock production. Apart from the need to find new outlets in non-agricultural activities for part of the excessive labour force, especially in mining and manufacturing industries, substantial diversification and intensification of agricultural production are required, not only to meet the food requirements of a growing population, reduce dependence on agricultural imports (e.g. the rice deficit) and avoid excessive reliance on one or two export crops[1], but also to increase rural employment and income levels - thus reducing the rural-urban income gap, i.e. the major motive force of rural exodus. This implies the diversification of cash and food crops, the introduction of high-yield varieties and improved breeding stock, recourse to improved dry farming methods and - where feasible - to increased irrigation, the utilisation of higher fertiliser inpute, the introduction of modern pastoral methods, etc.

Local underemployment also requires the use of labour intensive methods in rural works programmes which provide temporary or additional part-time employment, e.g.afforestation schemes, construction of wells and small irrigation dams, improvement of feeder roads.

The need for the creation of additional permanent employment in the agricultural sector calls for land reclamation, irrigation and settlement programmes, particularly in the context of major lake and river basin development - as in the case of Lake Chad and the Gambia, Niger and Senegal river basins. The transition from traditional to modern agriculture in turn requires

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1 Table 4 reveals the heavy reliance of national exports on one or two primary cash crops and/or livestock on hoof, except in the case of Mauritania.

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the timely establishment of supporting rural crafts and services to help cut down production cost, and of adequate processing facilities allowing for an increase in the market value of agricultural outputs; since they have both a direct and an indirect employment generating effect, handicrafts and small industries must be part of all rural development efforts.

Since the variety of measures involved are inter-related, they can, if properly co-ordinated, have a cumulative effect on rural output, employment opportunities, incomes and capital formation - which, in turn, exercises a stabilising influence on the rural community. It is, therefore, important that integrated rural development programmes, based on local motivation and participation, henceforth take precedence over government-sponsored production drives limited to single crop programmes (and the relevant production techniques).

Another problem area is the growth of the industrial sector and its capacity to generate employment. With the exception of some manufacturing in Senegal, iron ore mining in Mauritania and the existence of a modest building industry in all six countries, industrialisation in the Sudano-Sahelian zone has, so far, hardly gone beyond import substitution of a fairly limited range of consumer goods (e.g. flour, vegetable oil, beer, soft drinks, cigarettes, matches, soap, furniture, a few cotton textiles, some footwear and simple household utensils). There still is scope for further import substitution of consumer goods and additional employment generation - although such possibilities are actually limited by the constraint that the minimum economic scales of operation required often tend to be beyond the absorptive capacity of individual national markets.

However, as useful as the production of consumer goods may be at an early development stage, it is essentially the production, exchange and productive utilisation of intermediate

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products and capital goods which can ensure self-sustained development and employment generation. The small output in the Sudano-Sahelian zone of goods belonging to this category is actually limited to Senegal; general production prospects for such goods are fairly restricted not only for each of the six countries individually but also for the Sudano-Sahelian zone as such. The reason lies in their restricted economic dimensions [Table 2] which do not offer an economically viable basis for most of the industries which produce intermediate and capital goods - ironworks and steel mills, flat glass production, basic chemicals and the manufacture of heavy machinery and industrial equipment are cases in point. Only economic co-operation on a wider sub-regional scale may, therefore, allow for effective industrialisation and growing employment opportunities.

Sub-regional specialisation and complementarity obviously also entail sub-regional sharing of employment opportunities which implies migration from the labour surplus countries of the hinterland to the more industrialised coastal areas. Seasonal and more permanent types of labour migration have been a common feature in Central West Africa; mostly a spontaneous reaction to the rural-urban employment and income gap, and informal by nature, such migrations went on largely uncontrolled and unrecorded. Towards the end of the sixties, Ghana, Ivory Coast and Senegal were assumed to each have an annual labour influx ranging from 200,000 to 300,000 coming mostly from Niger, Upper Volta and Mali.

In view of the growing awareness of the economic and social implications, in both the labour surplus and the recipient countries, of substantial migratory currents,[1] ad hoc arrangements were made at both ends, supplemented by bilateral

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1 Migratory labour can even play an important role in the balance of payments situation. Thus remittances from Upper Voltans abroad, i.e. recorded transfer of money - mostly from Ivory Coast - accounted for 15 per cent (15%) of Upper Volta's external revenues in 1970.

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agreements on a limited number of questions. The degree of mutual dependence on labour demand/supply attained in recent years, the growing trend towards intra-trade and economic integration and the required co-ordination of development planning have highlighted the need for a sub-regional labour market (joint standards for migration statistics, recruitment procedures, training requirements, frontier formalities, social security coverage, transfer of savings and entitlements, settlement, repatriation, etc.) This means that labour migration and employment problems of the Sudano-Sahelian countries cannot be treated in an isolated manner, but must be solved in the wider context of economic interdependence and complementarity of landlocked and coastal countries (harmonisation of industrialisation measures, free access of hinterland labour to modern agriculture, timber industry and manufacturing industries on the coast in return for privileged access of industrial consumer goods produced in coastal countries to the markets of the landlocked countries, supply of meat and raw materials to the coast, extension to the hinterland of advantageous transport and transit facilities to and from the coast).

Accordingly, balanced rural-urban development and employment creation implies for the Sudano-Sahelian countries: integrated development efforts at the national level, a co-ordination of development programmes within the group of the drought-afflicted countries as well as a concerted sub-regional approach on major development issues.

3. Review of Achievements

In the sixties, i.e. the first post-Independence decade, the Sudano-Sahelian countries made substantial efforts towards promoting human resources. Educational development absorbed not only a high share of Government's budgetary resources but also a massive part of all bilateral inputs - mostly in terms of teaching staff - as well as some international technical

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assistance. Part of the latter has been provided by the ILO; it is noteworthy that more than two-thirds of ILO's technical co-operation programmes in the Sudano-Sahelian zone consisted of human resources promotion projects aiming at skills improvement, institutional support for greater participation in economic development and/or employment-related manpower assessment and planning [Table 9 enumerates the relevant final or interim reports which the ILO has submitted so far to the Governments concerned].

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Quantitative progress was the principal feature of educational development during this period. Indeed the new governments did not spare any effort towards spreading educational opportunity - and this in response to strong popular aspirations founded on pre-Independence experience that education constituted an avenue to privileged non-manual occupations and social standing. The expansion, however, of the prevailing education and training system, i.e. a system of metropolitan design and content, inevitably resulted in growing imbalances between educational outputs and actual training needs. Formal schooling, which tends to be rigid in such cases, did not only govern general education but also technical education and vocational training (Lycées techniques, Centres de FPA), hence the existence of a marked gap in adequate adult education and training facilities for basic programmes, for phased skills upgrading and for retraining purposes - an essential condition to meet specific development tasks or changing employment requirements.

Although the major emphasis of Government policy was, in the first instance, on the expansion and a more equal distribution of educational opportunity, the quantitative and qualitative disparities between educational outputs and manpower needs also led the Sudano-Sahelian countries increasingly towards a reconsideration of the orientation and structure of the prevailing education and training system. These disparities were first felt on the labour market where supply and demand

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varied widely by types and levels of qualifications - the general situation as a rule consisted of numerous vacancies for middle and high-level manpower, excessive numbers of unskilled unemployed, and growing surpluses in some countries of educated young people without any particular skills. A growing awareness of the underlying problems resulted in efforts to strengthen labour administration, improve manpower statistics, organise manpower planning with both educational programmes and overall development planning. All the countries concerned have made progress in this direction - though at varying degrees (which is mostly due to differences in the availability of suitable institutional machinery, competent Government officials and financial resources). However, the indications are that the magnitude of the unemployment/underemployment problem will require Governments to go beyond the adjustment of educational inputs to manpower needs reflecting given employment opportunities; in fact, a sustained effort is necessary to ensure full exploitation of the whole employment potential. Employment creation and efforts to raise the productivity and incomes of existing jobs will thus have to be made an integrated part of development aims, development plans and sectoral development programmes.

National education and training systems (metropolitan by origin and concept) have already been subject to adaptation effort though not yet to reform. The changes made in the field of general education and training concern mostly curricular adjustments allowing a better reflection of the African cultural environment and, to a lesser extent, the injection of a manual crafts component into the curriculum of primary schools. In addition to launching promising attempts at prevocational training, the Sudano-Sahelian countries established several additional lines of basic vocational training such as secretariat, banking, commerce, tourism, hotel trades, electronics, refrigeration and airconditioning; in a

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number of cases they also developed new training opportunities through the introduction of non-formal training systems and methods for management and supervisory training, workers education and in-service or on-the-job training in various trades and crafts - both for wage-earners and self-employed.

Among the promising ventures of education and training for development which were launched in recent years, mention must be made of efforts to ruralise primary education (e.g. Mali), to provide rural vocational training as a direct follow-up to primary schooling (e.g. Mali), and to extend adult training to the grassroot level, covering a variety of fields: rural crafts (masonry, woodwork, well digging and maintenance, blacksmithery, repair of machinery and equipment), farming, stock-raising and fishing (e.g. Senegal, Mali, Chad, Upper Volta). This new type of adult training relies, in the first instance, on the training of instructors and extension workers in practical unorthodox techniques enabling them not only to improve the skills of bush craftsmen, farmers, herdsmen and rural women, but also to impart greater economic self-reliance and better utilisation of local resources; another novelty is that the training of craftsmen and producers is accompanied by an effort to provide them, at reasonable terms, with the basic tools and implements which they need in order to make the fullest use of the new skills acquired - and to really improve their livelihood through increased self-employment. Not only is this approach, if used on a larger scale, of great economic and social significance in countries where the majority of the population must rely on rural employment for its livelihood, but it could also be used extensively to help just those categories of people who have been directly exposed to the effects of drought.

Among the latter, the nomadic and semi-nomadic stock-breeders need special attention as regards equilibrium between man, herd and pastures (population density as compared to stocking and carrying capacity of the grazing area). Chad has already made an

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effort in this direction through an integrated development programme in the Ouaddaï region, which combines, inter alia, training in animal husbandry, drilling of wells, livestock marketing, treatment of hides and skins - an experience which would merit wider application elsewhere in the 'Sahel'.

Notwithstanding the importance given to certain lines and areas of vocational training for the improvement of skills and techniques, work methods and technologies, the Sudano-Sahelian countries do not yet have comprehensive human resources planning nor an integrated vocational and management training system - which would be co-ordinated with general education and geared to overall development needs.

The need to involve and mobilise human resources in the development process has led the six Governments to give varying encouragement and support to social structures and institutions such as employers' and workers' organisations, professional associations and the various types of co-operatives. As much as co-operative self-help meant, for producers and consumers, a means of jointly improving the individual economic and social situation, co-operatives increasingly became a development tool for the Governments and this on account of their capacity of reaching wide layers of the population and of mobilising local initiative, talent and resources - thereby lessening the State's development burden.

The Sudano-Sahelian Governments have, therefore, made many efforts at promoting co-operatives, including administrative, financial and technical assistance measures. The promotion of co-operatives consisted, as a rule, of the following steps: enactment of co-operative legislation, establishment of governmental machinery in charge of co-operative planning and development, organisation of co-operatives, training of co-operative office-bearers and staff, and membership education. The types of co-operative activity cover a fairly wide range: agricultural co-operatives, artisanal and industrial co-operatives, consumer

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co-operatives, co-operative banking and credit institutions, transport co-operatives, housing co-operatives, livestock marketing co-operatives, co-operative insurance, etc.[1]

Although co-operatives are of fairly recent origin in the Sudano-Sahelian countries, they now account for approximately 2,300 co-operatives totalling a membership of roughly 420,000 - figures which take on a particular significance if seen against the institutional gap of these countries and the need for greater participation. Co-operatives have attained different degrees of numerical strength in the various countries with Senegal ranking first and Upper Volta last [Table 8]. Such differences, however, have not necessarily been the result of varying economic trends or self-help motivations; in fact, in one case co-operatives have been made the only collecting agent of the harvest of a major cash crop, in another, parastatal agencies (assisted by external 'Sociétés d'intervention', i.e. semi-public technical assistance agencies specialised in crop technology) leave factually little room for co-operative self-help.

Numerical strength may also be misleading if - as in the case of the Sudano-Sahelian zone - a substantial number of all co-operatives are of a single-purpose type, their annual activities being mostly limited to the cultural time span of one given crop. Co-operative unions, i.e. joint enterprise of groups of local co-operatives, only number approximately ten (10) in the whole area; this structural weakness of the co-operative system does unfortunately not yet provide a basis for the necessary economies of scale which would enable value-adding processing and marketing operations on one hand, and cost-saving wholesale supplies on the other.

Whilst there are good examples of various types of economically viable co-operatives in most of the Sudano-Sahelian countries, the majority have not yet attained a degree of development which would be necessary to promote efficiently the economic

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1 ILO: International Directory of Co-operative Organisations, Geneva, 1971.

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and social situation of both the members (directly) and the country (indirectly). One of the reasons, perhaps, is that co-operatives have sometimes been organised administratively from top to bottom - which had also been the case with the former Provident Societies and Mutual Societies for Rural Development of the forties and fifties; hence, a need for co-operative development policy to be increasingly directed towards better economic and institutional on-the-spot preparation of co-operative ventures, education programmes for motivated membership, systematic efforts of staff and management training, regular audit, inspection and consultancy services, and towards a better co-ordination of co-operative self-help and sectoral programmes.

4. Objectives and Targets

Terms of trade

Human resources development alone cannot help the Sudano-Sahelian countries to accelerate the attainment of higher levels of economic and social development. It can, however, make a valuable contribution if it is both co-ordinated with sectoral development programmes and made an integrated part of overall economic and social development strategy.

Since the six countries are, on one hand, exposed to heavy demographic pressure [Tables 1, 6 and 7] which tends to aggravate unemployment and underemployment, and since, on the other hand, they heavily rely for their development on external trade based on the export of primary products and the import of finished goods [Tables 3, 4 and 5], their Governments should, individually and/or jointly, make a major effort towards improving the terms of trade (in the broadest sense) vis-à-vis the industrialised countries which comprises, inter alia, the following issues:

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- obtaining for their primary products, also in processed form, free access to the markets of the industrialised countries, without granting reverse preferences; also price guarantee schemes ought to be negotiated for commodities which are subject to substantial world market fluctuations (on account of low income elasticity of demand - e.g. groundnuts and cotton);
- negotiating with foreign mining companies and other potential investors the addition of local processing stages to the existing extraction operations (e.g. production of pre-reduced iron), and increased exploration and development of available natural resources (safeguarding adequate national control through national participation in shareholding and management); and,
- obtaining preferential payments and loans arrangements to facilitate the import of capital goods and equipment whilst developing to the extent possible - on a national or sub-regional basis - import-substituting processing stages, especially for industrial consumer goods.

Towards a human resources development strategy

If in the Sudano-Sahelian countries man is considered as both the aim and the agent of economic and social development, human resources must be given priority consideration in overall development planning and sectoral programming, with natural and financial resources playing a complementary role. This requires, in the first instance, a certain reorientation of Government thinking from economic growth to basic development considerations, a will to pursue employment-oriented development policies, systematic efforts to raise job productivity and incomes whilst ensuring a better distribution of incomes, detailed assessment and evaluation of the quantitative and qualitative aspects of available national and sub-regional human resources, and a strengthening of the planning machinery allowing for an interdisciplinary approach

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as well as interdepartmental co-ordination and co-operation increasingly involving the ministries in charge of planning and finance, labour, general education, manpower training, transport and public works as well as the sectoral ministries of agriculture, industry and commerce, natural resources and mining.

Employment promotion

With structural unemployment and underemployment prevailing in the Sudano-Sahelian zone and an anticipated increase of 2.2 million in the labour force between 1970 and 1980 [Table 7], promotion of productive and remunerative employment must be a major objective of all economic rehabilitation schemes and development programmes.

Industrialisation, for one, constitutes an opportunity of absorbing surplus labour. Programmes and policies aiming at a full exploitation of the industrialisation potential in mining, energetic production, construction, manufacture and processing should, therefore, have high priority provided they meet the double requirement of economic viability and employment expansion. The relatively low level of labour cost in the Sudano-Sahelian countries ought to induce decision-makers to increasingly use labour-intensive methods of production in cases of alternative choice between labour-intensive and capital-intensive technology - an orientation which could be usefully encouraged through appropriate fiscal policies. Imported technology, mostly conceived in an entirely different economic context, is furthermore not an invariable datum; only the Sudano-Sahelian countries themselves, joined by other countries of the sub-region, could develop technology adapted to local conditions (the cost of applied research in fact calls for a sub-regional approach).

In view of the narrow economic dimensions of each of the six Sudano-Sahelian countries [as reflected in Tables 1 and 2],

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industrialisation and employment prospects can only be improved through sub-regional harmonisation and close economic co-operation - both as regards the mobilisation of idle capacity and the development of new industries. This obviously also entails joint trade and investment policies as well as a joint approach in fiscal and labour matters. This highlights the important role of economic groupings such as the recently established Communauté Economique de l'Afrique de l'Ouest (CEAO).[1] Labour has, however, only been mentioned at random in the CEAO Treaty (Art. 39 refers to free circulation of persons within the area) although labour migration, as an avenue to sub-regional employment-sharing, is an essential element for any sound balancing of interests among the countries concerned; in fact, employment ought to become part of the regional economic co-operation policies and arrangements, just as much as industrialisation, trade, transport, etc.

Rural employment promotion is another major objective in view of the fact that agriculture, livestock and related activities only contribute approximately forty-five per cent (45%) to the overall GDP of the Sudano-Sahelian zone [Table 2], whilst they have to provide the livelihood for about ninety per cent (90%) of the total population. In view of the magnitude of the task, it should comprise three types of direct employment promotion which complement each other:

- raising of present levels of rural employment (e.g. diversification and intensification of production);
- promotion of temporary employment through labour-intensive rural works schemes (e.g. small dams, feeder-roads, soil conservation, local afforestation, etc.);
- creation of new employment opportunities of permanent nature (e.g. new types of production such as irrigated agriculture, rural crafts performing supply and service functions, local processing industries).

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1 CEAO groups Mauritania, Mali, Senegal, Upper Volta, Niger and Ivory Coast.

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Two immediate conclusions of such comprehensive employment promotion are that all relevant measures must be closely co-ordinated, especially at the local level and that any type of envisaged rural programmes and projects would, henceforth, have to be appraised beforehand as to their employment content and income-generating impact.

Rural employment promotion in the present context can be best pursued through integrated rural development. In fact, this necessity arises out of the lessons of the past, when the concentration of resources on a few singled-out productions for export (groundnuts, cotton) not only failed to develop the rural sector, but also resulted in unstable incomes as well as in imbalances of food and cash crops, on one hand, and animal production on the other. Co-ordination and inter-action of a variety of measures is expected to have a cumulative employment and income generation effect: agrarian reform efforts, infra-structural works, education and training programmes, introduction of better production methods and new lines of production, use of high-yielding varieties and resistant cross-breeds, loans and extension services, co-operative self-help in processing, marketing and supplies, development of social amenities, etc. To a large extent, integrated rural development must be conceived at the rural level itself since this permits the correct appraisal of local motivations and resources and smooth co-ordination. This obviously entails encouragement of local self-government and decentralisation of administrative and technical services (district teams, multi-purpose rural services centres).

A decentralised integrated approach must have built-in flexibility to allow for adaptation to varying local conditions and different degrees of resources availability in terms of development staff and finance. This obviously also entails the

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need for the identification of 'impact areas' in the various parts of the Sudano-Sahelian zone - each comprising a different number of related elements; they could thus cater for the specific needs of the resident, semi-nomadic and nomadic populations. It is also a formula which makes it possible to combine rehabilitation with development action. The immediate task would appear to consist of a preliminary choice of a number of potential pilot 'impact areas' and to start collecting the fundamental data required in each case.

Training

Human resources need development and motivation for self-development before they can contribute to the advancement of the Sudano-Sahelian economy. The provision of adequate education and training inputs, therefore, constitutes a major objective. It is essentially a medium and long-term task in view of the lead-time between the identification of training needs and actual skills development - hence the need for continuous planning and adequate planning machinery.

The six countries ought to continue reviewing their education and training programmes in order to match training outputs for all sectors with the requirements of existing production and with the medium-term forecast of known employment opportunities. They should, at the same time, prepare for a more comprehensive approach which, as a starting point, takes the potential of the human resources available and then determines which education and training systems would best equip them to develop it to the greatest possible extent, i.e. under the given economic and social development prospects. Training in this wider context then not only serves anticipated manpower requirements, but can also contribute to employment expansion by furthering innovative ability and entrepreneurship talent.

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This approach requires, in the first place, a better knowledge of actual development prospects, of the dimensions and composition of the active population as well as of the talents, aspirations, attitudes and motivation of people towards certain types of work and levels of responsibility. In the second place, it requires the improvement and expansion of opportunities for training, especially through decentralised institutional and non-institutional arrangements for adult training, more extensive use of non-formal methods of education and training, application of new training techniques and methods and a more intensive use of all available training facilities (alternating use of buildings, equipment and staff). An example of this approach is the vocational training system based on modules of employable skills which the ILO has evolved on the basis of several years' experience and research.

Unlike other modular systems of industrial training, it is neither based on units nor modules of time, nor is it based on an administrative concept whereby the matrix or boundary of skill and related knowledge encompasses a rather arbitrary concept of content, and is broken down into teaching units or modules, or groupings of units or modules.

In the ILO system, a careful analysis is made of the actual skill requirements within an existing occupation. This analysis is designed to answer the question "What does this worker actually need to know in order to obtain gainful employment at an appropriate level in this sector, community or occupation?". This combination of knowledge and skill would constitute a module of employable skill. There being an almost infinite number of levels of skill, each module of employable skill will be complete in itself. It will accordingly be designed to provide the individual worker with the necessary skills, attitudes and

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knowledge to meet his needs at whatever level this may be, and matched with the actual needs of the society, sector, community or occupation in which he finds himself.

These modules are built up from a variable pattern of self-contained teaching units. By gradually accumulating, over a period of time, a series of successfully completed self-contained units, each designed to provide the worker with the skills and knowledge required to carry out a useful function within the occupation, the worker would acquire information about those specific aspects of technology, health, hygiene, sanitation, socio-cultural education, literacy, communication, etc., that he needs either here and now to help him meet and overcome the total human problems of a changing society, or that which he needs to know to help him contribute successfully to the actual process of change, and at the same time be gainfully employed or self-employed.

Having carried out the necessary analytical process needed to establish each self-contained teaching unit and having programmed the units so as to construct modules of employable skill which are viable in terms of the local environment, the most suitable teaching techniques, aids and materials are designed and selected in order to assist the worker to learn and develop the attributes that have been identified.

The application of modules of employable skills allows for cost reduction and reduction in training time at the initial stage. Within a medium-term perspective, this has some significance. However, the general inadequacy of the resources available for training purposes, the compelling need for close economic co-operation in the whole sub-region and the similarity of human resources development needs in the six countries command an increased sharing of existing middle and high-level training facilities, in addition to the the co-ordination of training efforts and to a regular exchange of experience.

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In addition to medium-term adjustment of training systems to meet pressing needs and the long-term approach of building up a human resources development strategy, there are a number of priority areas which also need immediate attention as regards specific training programmes if the rehabilitation and development objectives of the Ouagadougou 'Rapport-Programme' in such major sectors as agriculture, livestock production, water management and transport are to be attained.

Development of the transport sector not only comprises the construction or improvement of infrastructure such as roads, railways and waterways - which have been enumerated in the 'Rapport-Programme' - but also proper maintenance of infrastructural works and equipment as well as efficient management of transport enterprise. It is obvious that in the preparation of construction projects of the kind, the training angle needs as much timely consideration as the employment angle (maximum use of local labour and local contractors). Job-oriented training programmes may, in fact, have to be organised soonest for the different categories of workers and supervisory staff involved since a number of projects are nearing the implementation stage. Maintenance having been a major transport constraint in most Sudano-Sahelian countries, there is also an urgent need for adequate training programmes in repair and maintenance.[1] Part of the high cost incidence of transport being due to the lack of efficient management, supervisory and technical performance, training programmes for the various carriers would appear to be a priority matter - especially in road transport.[2] In view of

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[1] Only Mali has, so far, launched an important road maintenance programme - World Bank loan/ILO assistance.

[2] Mali has already made a major effort as regards rail, road and river transport (RCFM, CMTR and CMN) - supported by UNDP/ILO projects MLI/69/511 and MLI/71/525; Zambia, another landlocked country, has been able to improve railway transport through training programmes in which UNDP/ILO and CIDA assist.

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the importance of transport for economic rehabilitation and development, the development of training in all transport-related trades and the management of transport enterprise constitutes an urgent task.

Water management - i.e. regulation of flow, irrigation, water supply - will evidently play a vital role in short, medium and long-term programmes; hence the need for timely examination of the employment and training implications of all relevant projects, ranging from the construction of major dams and irrigation systems to the execution of small rural works schemes and the maintenance and repair of pumping equipment and wells. Several countries, e.g. Mali (Opération 'Puits') and Niger are developing a wells administration and maintenance organisation with training activities planned for store managers and extension agents. Since major projects for the development and management of water resources are usually situated in the context of river and lake basin development schemes, the respective training problems would have to be settled on an inter-State basis (OMVS, inter-State Secretariat for Senegal and the Gambia, Niger River Commission, Lake Chad Basin Commission, Liptako-Gourma Integrated Development Authority).

Agriculture, animal husbandry and afforestation, rural handicrafts and industries form a whole and are, therefore, subject to an integrated rural development approach comprising different types of training requirements which may vary in number from one 'impact area' or economic rehabilitation zone to another. Vocational and management training requirements, which are already of direct relevance in the short run, concern types of activities which can be linked up in food-for-work formulae such as soil conservation and afforestation measures and the construction of small dams, wells, feeder-roads and storage capacity for grains; simple methods of earthmoving,

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construction and planting techniques, use of local materials, work brigade and site management must first be imparted to trainers who, in turn, will pass on their skills to the participating population. Other programmes of decentralised rural adult training at grassroot level will have to follow suit such as blacksmithery, woodwork, masonry, new cultivation and ranching methods, and rural crafts for women - all combined with the supply of basic tools and implements.

Institutional support and co-operative self-help

Decentralisation of the development effort should be a major objective of Government policy since this makes it possible to direct pump-priming inputs towards a greater popular participation and a mobilisation of local initiative, talent and resources. This requires, in the first instance, a decentralisation of technical services, either in the form of interdepartmental district development teams or multi-purpose extension services centres, accompanied by the establishment of consultative regional or district development committees.

Co-operative development policy should match administrative decentralisation and aim at the encouragement of self-development and self-reliance through economic group action. Well managed co-operative enterprise does not, in fact, only entail for members an improvement of their individual position by way of economies of scale - resulting from joint supply, processing and marketing activities - but also contributes to increased rural employment, industrialisation and an improvement of commercial circuits - especially if local co-operatives can federate to build up vertical structures for additional wholesaling or processing stages. Co-operatives have, at the same time, considerable educational value as a school in democracy, economic conduct and new working methods - they therefore give important institutional support to human resources development.

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In view of the obvious limitations of an administrative approach to co-operative development, promotional efforts should now be increasingly directed towards an identification of local aspirations and attitudes and an appraisal of economic feasibility of envisaged group action prior to establishing co-operatives. In this context, membership education programmes have a major role to play with a view to enhancing motivation and a better understanding of co-operative working methods. Staff and management have to be equally trained to ensure efficient business performance. In fact, motivated enlightened membership and competent management have been at the origin of all cases of co-operative success in the Sudano-Sahelian countries.

Considering the diversity of needs prevailing at the local level and the advantage of group cohesion through year-round involvement in joint activities, multi-purpose co-operatives - if organised on simple lines - should, in promotional field work, normally have priority over single-purpose co-operative activity. Groups of co-operatives pursuing the same type of economic activities should be assisted in developing joint enterprise at the regional and national levels (vertical structures) whenever increased productivity of commercial and industrial operations can be anticipated; co-operative development can thus also constitute an avenue to Africanisation of certain sectors of the economy. Regular audit, inspection and consultancy services will be needed to support and encourage economically viable co-operative ventures and to detect, at as early a stage as possible, wasteful failure needing corrective action or elimination.

Co-operative self-help playing an instrumental role in human resources development, planning of co-operative programmes has important significance and must, therefore, be closely co-ordinated with major sectoral programmes. The conception and implementation of such co-operative development

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strategy is a priority - its degree of success will, however, to a large extent, depend on careful selection, adequate training and genuine motivation of those responsible for promotion and guidance of co-operatives (a good record of practical field experience should in any case be a prerequisite for career opportunity).

Effective economic rehabilitation of the Sudano-Sahelian countries and attainment by their populations of higher levels of economic and social development require, as has been shown, priority actions in a variety of fields and sectors - improvement of the terms of trade being an example of a basic necessity. In view of its general and intersectoral implications, human resources development constitutes another major priority area. The objectives and targets of a human resources development programme for the Sudano-Sahelian zone can be summarised as follows:

- assessment of the economic and social implications of national and sub-regional migration and of the drought effects thereon; development of adequate migration policies and institutional arrangements;
- formulation and implementation of national and sub-regional employment promotion policies and programmes, with particular emphasis on rural employment promotion;
- formulation and implementation - within the longer term perspective of building up human resources development components of the national development plans - of programmes to meet national and sub-regional training needs (short, medium and long-term) with initial emphasis on infrastructural development, water management, transport and rural development;
- development of policies and programmes which stimulate popular involvement, participation and self-help - especially as regards the decentralisation of administrative and technical services, and the promotion of

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self-reliance and self-development through motivated group action, particularly through the various types of co-operatives.

5. Types of Action (projects)

Human resources being an objective and an agent of both rehabilitation and economic and social development of the Sudano-Sahelian zone, their role cannot be overemphasized in the context of all short, medium and long-term programmes. This holds true as much for comprehensive or sectoral action at the national level, as for the development of sub-regional programmes, irrespective of the various sources of funding which are actually used or may be envisaged (national resources, bilateral aid and/or international assistance). An inter-disciplinary approach requiring closest interdepartmental, inter-State and inter-Agency co-operation are, therefore, an obvious necessity. The first major work-item to be taken up would be an appraisal of the human resources implications of the most urgent projects among the national and sub-regional items listed in the 'Rapport-Programme' - a task which ought to commence as soon as the relevant and technical data become available.

Under the circumstances, the following types of action and project activities appear to meet the particular requirements of the present human resources situation in the Sudano-Sahelian zone; without claiming completeness of problem coverage, the types of projects listed below are considered to be well in line with the purpose and orientation of the 'Rapport-Programme', whilst responding also to the wider challenge of making man and his environment less vulnerable to the hazards of natural disaster, through a comprehensive development drive for higher employment and income levels.

Migrations

Since development strategy and economic rehabilitation measures have to be based on reliable facts and data, one of

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the first requirements is to build up knowledge on the present whereabouts of the drought-afflicted populations as well as on the magnitude, patterns and motivation of past, current and anticipated migratory movement. Apart from the obvious need of developing a co-ordinated long-term approach towards migration, there is an immediate need for the conduct of several six-month-surveys at both ends, namely in the Sudano-Sahelian areas where migration originates, as well as in the host countries, including Ivory Coast, Ghana, Togo, Dahomey, Nigeria and Cameroon. This would require the establishment of several teams needing a minimum of international assistance for initial guidance, technical supervision and evaluation.

The objectives of a long-term approach in the national and sub-regional perspective would be a follow-up on the initial survey (concerning the impact of drought effects on migratory currents), and assistance to all the countries concerned enabling them to:

- develop institutional arrangements for the elaboration and implementation of migration support and control measures (as part of national development planning);
- prepare, implement and adjust bilateral and multilateral agreements on migration;
- carry out action-oriented research on working and living conditions as well as on training requirements - (by occupations or geographical areas);
- participate in the collection and exchange of information and experience between the competent national institutions and professional organisations of both countries of origin and host countries.

Manpower planning and employment promotion

The present precarious employment situation in the Sudano-Sahelian zone, and the anticipated substantial increase in the labour force, make manpower planning and employment promotion

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a central preoccupation of planning and programme development at the national and sub-regional levels. Consequently, arrangements will have to be made, as from now, to cope with the related sub-regional requirements, namely:

- appraisal of current inter-country programmes and projects as to their manpower implications and employment effects;
- introduction of an employment component into all relevant co-ordinated or joint medium-term policies;
- conception of long-term Sudano-Sahelian development in the form of employment-oriented strategy.

In the first instance, i.e. to meet immediate demand for expertise on manpower and employment questions, the Sahel inter-State Committee (CILSS = Comité inter-Etats pour la Lutte contre la Sécheresse dans le Sahel), the competent river or lake basin development agencies, and other organisations like the Communauté Economique de l'Afrique de l'Ouest (CEAO) or the Autorité de Développement intégré de la région du Liptako-Gourma, could call on the services of ILO's Dakar-based JASPA task force.[1] This is, however, a temporary solution only; the JASPA team was, in fact, established for operational research tasks and alternating short-term consultancy services to all West and Central African countries, whilst the magnitude and complexity of the manpower and employment issue in the Sudano-Sahelian zone needs continuous sub-regional assessment and planning work - in addition to attending to a backlog of appraisal work on sub-regional programmes and projects retained so far by the inter-State Committee. The outposting to Ouagadougou of at least one

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[1] Jobs and Skills Programme for Africa = Programme des Emplois et des Compétences techniques en Afrique (PECTA). The JASPA Task Force in Dakar, which comprises three specialists so far, was established in 1973 with a view to assisting West and Central African countries in the formulation and implementation of employment-oriented policies and programmes. Exploratory missions as well as the preparation of comprehensive employment strategy surveys are part of their terms of reference.

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sub-regional manpower assessment and planning adviser would therefore appear indicated. Needless to say, advice on special types of external short-term consultancy needed (e.g. labour intensive technologies) could be as much part of his tasks as assistance in the co-ordination of methodology for national-level action.

The latter is facilitated by the fact that, at the national level, Senegal, Upper Volta and Chad have already, with international assistance, initiated medium-term manpower and employment planning activities as part of an overall development planning effort. To ensure as much of a concerted approach to economic rehabilitation and development as possible, it would obviously be of great practical value if the same type of expertise could also be made available to Mauritania, Mali and Niger, thus allowing for a parallel approach in all six Sudano-Sahelian countries.

The factual employment and food situation confronting the drought-afflicted population will determine whether, and to what extent, emergency employment schemes have to be launched - using, where feasible, the food-for-work formula. The consideration of such emergency employment schemes should, as much as possible, be closely linked with the infrastructural and afforestation projects retained in the 'Rapport-Programme' - an additional argument for the need to proceed with the above-mentioned project appraisal task at the sub-regional and national levels.

But apart from major emergency employment schemes which would have to be tailored to the concrete needs of each individual case of drought-afflicted population groups and suitable major infrastructural work (which need a high degree of organisation and competent supervision), there is also a variety of small rural works which are badly needed in many parts of the Sudano-Sahelian zone for rural rehabilitation and

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development purposes: construction of adequate local grain storage facilities, earth dams, feeder-roads and firebreaks, digging wells, execution of small-scale irrigation schemes and local afforestation projects, etc. Since the execution of such projects can yield immediate (though temporary) employment for local populations, whilst improving employment opportunities and working conditions in the medium run, it would appear necessary to establish in each country small itinerant teams of 2 to 3 technicians who can help the local population with the necessary formalities to obtain a minimum of material, financial and/or food inputs, whilst providing them with technical know-how and guidance for the preparation and implementation of rural works projects (technical studies, project management, training and work supervision). This requires, in the first instance, training of team leaders and members in labour intensive techniques, project methodology, training methods and leadership techniques - tasks for which assistance in rural employment promotion may be required.

Two projects falling in this category have already been prepared for a concerted national and international effort, namely the projects for Rural Employment Promotion through labour-intensive schemes in the Fada N'Gourma and the Koupéla regions (Upper Volta). Their aim is to promote short and long-term employment through the participation of the population in earth road construction and well digging, using also food as a work incentive(in each case about 220 km of earth roads and sixty (60) wells within a three-year period).

Special consideration must be given to the employment problems of nomadic zones, i.e. areas where livestock raising by transhumance is the predominant economic activity. The reasons are not only that the nomadic community has by and large been in a phase of transition (examples are growing sedentarisation, and a shift in emphasis from stock raising to combined animal and food crop production) but also the fact that the

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nomadic and semi-nomadic element, which constitutes the majority of the Sahelian population, has been worst hit by the effects of prolonged drought. In view of the paucity of concrete data on shifting/disrupted nomadic working and living patterns, it is suggested that a nomadic zone be selected per country for a phased regional approach which would provide reliable experience for a wider application of combined employment-oriented measures in the whole nomadic and semi-nomadic belt (better water supply, afforestation, improvement of grazing land and routes, construction of firebreaks, new ranching methods, gum tree cultivation, improved feed and food cropping, storage facilities for millet, etc.)[1] The pilot programme should be based on sub-zonal complementarity and directed towards increased self-employment through improved animal husbandry, a diversification of economic activities, joint marketing and processing efforts - all activities needing training inputs at the various levels. Actual project requirements, in terms of interdisciplinary approach and resources (national and international), would largely depend on the choice of the 'impact area' and need careful definition.

Planning of training inputs

Employment possibilities determine training requirements whilst training opportunities, in turn, condition employment expansion - hence the need to provide for a co-ordinated approach in both fields. Sub-regional action on employment-oriented policies, programmes and projects, therefore, also requires a substantial amount of sub-regional planning of training inputs, covering a wide span of activities such as agreement on a joint occupational classification system, development of aptitude and skills testing standards,

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1 ILO Report on Technical Meeting on the Problems of Nomadism in the Sahelian Region (Niamey, 9-20 September 1968), Geneva, 1968.

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identification of specialisations and levels of skills needed (managerial, supervisory, instructional and skilled manpower), development of teaching methodology and of both formal and informal training systems adapted to the quantitative and qualitative training needs of the Sudano-Sahelian rehabilitation and development context.

In the first instance, training planning should be directed towards an operational evaluation of the needs arising from the proposed programmes and projects retained or envisaged by the Sahel inter-State Committee, especially as regards the problem areas of infrastructural development, water resources management, transport and rural development - to which exploitation of the mining and industrialisation potential ought to be added. The necessary expertise could perhaps be made available by international assistance, in the form of at least one sub-regional adviser on human resources development planning, based in Ouagadougou. Needless to say, the sub-regional orientation of this work would presuppose close liaison and co-ordination with national vocational training efforts. Part of the relevant duties would namely be to review existing training facilities as to their factual and potential output in terms of managerial and skilled manpower needed by the various sectors in the sub-region, apart from preparing complementary job-oriented training programmes for specific regional infrastructural projects relying as much as possible on modules of employable skills.

Since the Sudano-Sahelian countries do not yet have an integrated national vocational and management training system, there is much scope, though at varying degree, for the building up of a more complete human resources development approach, the establishment of additional training branches, and the introduction of further functional elements such as vocational guidance and preparation, aptitude and skill testing,

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apprenticeship schemes, in-service training, upgrading and retraining etc. The building up of suitable machinery for training planning at the national level and the use of more effective methods is, therefore, an important necessity. However, in view of the varying needs in this respect, the case of each Sudano-Sahelian country would merit a separate in-depth review. In the context of this outline analysis paper, it is nevertheless useful to single out several types of training projects which would meet the particular requirements of certain problem areas.

One of the priority areas needing a particular effort by way of adapted training programmes concerns the construction, management, maintenance and repair of infrastructure and equipment for the utilisation of water resources; in fact, the 'Rapport-Programme' mentions various schemes for wells, water supply and irrigation systems. To provide such schemes with the necessary manpower, the following skill areas can be singled out for workshop and on-the-job training arrangements: mechanics and drivers of earth-moving equipment, well drillers, drilling assemblers, pump mechanics, pump operators, pipefitters, plumbers, electrical fitters, maintenance and repair personnel. Training programmes would involve local people, itinerant specialists and storekeepers/repair shop mechanics as well as various levels of the relevant skills.

An example of what can be done to improve water resources management through joint national and international efforts is the 'Wells Operation' in Mali:

- establishment of a national wells administration;
- training of managerial and supervisory staff for the central wells agency and the district units;
- training of instructors, work brigade leaders, foremen and skilled workers in construction and drilling work as well as in maintenance and repair of infrastructure and equipment.

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With transportation by road, rail, air and waterways playing a capital role in economic rehabilitation and development, and the imperative need for a compression of transport cost, the Sudano-Sahelian countries do not only need financial inputs for an improvement of both transport infrastructure and equipment (as indicated in the 'Rapport-Programme'), but also adequate assistance in the preparation and conduct of training programmes covering the various transport-related trades and the management of transport enterprise. Since the relative importance of the different modes of transport, and of intermodal transport systems, varies from one country to the other, the respective training requirements will have to be surveyed on a country-by-country basis and by transport sector.

An obvious necessity is the development of vocational and management training programmes which can contribute to improving road transport; the reason is that this mode of transport plays an important role in all Sudano-Sahelian countries. The training needs which are known to exist, but which require detailed assessment, concern essentially three areas: administration of roads and road transport, the construction and maintenance of roads, and the road transport industry. The first is relevant insofar as it concerns the level of performance of public administration, the second, on account of its employment and training implications (determined by the choice of capital or labour intensive technology), and the third, in view of the complexity and multitude of training requirements.

In the present context, i.e. in connection with the planning of training inputs, the road transport industry needs special consideration; it comprises a large number of small enterprises as well as a few larger firms (mostly in urban transport), most of which greatly need to increase their efficiency. The main lever would be the introduction of well

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adapted management techniques combined with skills improvement for all occupational categories concerned such as storagemen, packers, truck loading operatives, maintenance and repair personnel, drivers, conductors, clerical staff, freight accountants, service and transport managers, sales and parts managers, etc. A sample survey on the present occupational structure and levels of skills employed in road transport ought to be carried out in a given country as well as a business appraisal of a limited number of transport enterprises; this would yield the necessary insight into the precise vocational and management training needs and thus help determine the type of upgrading courses and on-the-job training which would follow suit.

For a first exercise of this type (which needs both national and international resources in terms of finance and expertise), it is suggested that a landlocked country be selected, preferably one where the envisaged training inputs into the road transport industry would link up with ongoing training experiences in road construction and maintenance. This would be of cumulative demonstrative value and, in turn, facilitate the introduction of similar co-ordinated programmes in the other countries.

An expansion of ruralisation of primary education beyond the present experimental stage would, in the medium and long run, equip the rural populations concerned with a better understanding of cause and effect in the specific Sahelian context of ecological balance and its economic implications (e.g. the detrimental role of goats or tree felling in the desertification process). Still more important at this particular juncture would be the application, on a larger scale, of adapted forms of decentralised rural adult training in basic skills for both men and women. As mentioned earlier, Senegal and Mali, and to a lesser degree also Chad and Upper Volta, have in recent years built up conclusive experience in

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local skills development through the training of motivated instructors and extension agents working at the grassroot level in fields such as: improved agriculture and livestock raising, woodwork, masonry, well digging and maintenance, blacksmithery, repair of machinery, local conditioning and processing. The practical impact of teaching modules of employable skills has proven particularly effective in all cases where it was combined with the supply at reasonable terms of the basic tools and implements required, and with co-operative self-help arrangements.

The experiences made in this respect in each of the four countries ought now not only to find a wider application at the national level but also be shared among all Sudano-Sahelian countries particularly in the context of joint river basin development work. In view of the lead-time necessary for the expansion and further development of such rural training programmes, it is suggested:

- to organise the exchange of training programmes and materials;
- to share, on a sub-regional basis, the available instructor training facilities, and
- to hold technical meetings of rural training specialists from the six countries with a view to periodically reviewing the progress made with decentralised rural adult training in the various fields.

The practical feasibility of such an approach is that it would largely rely on available resources and expertise, depending only on complementary external inputs as required.

Institutional support and co-operative development

Popular participation in the economic rehabilitation and development task means the mobilisation of the talents, skills and local development potential of human resources - hence

the need to promote types of action or project activities which support:

- the decentralisation of technical services (i.e. the establishment of interdisciplinary district development teams, or multi-purpose rural services centres);
- the organisation of consultative machinery for popular involvement at the conception and implementation stages of development plans and programmes;
- the development of co-operative self-help in all its forms, covering institutional arrangements at the local, regional and/or national levels, as well as a wide range of economic activities which are of interest to people as producers and/or consumers.

To place co-operative development on a sound foundation, it would be desirable if a 6-month-survey could be carried out as soon as possible to assist central co-operative institutions, national governments and the CILSS in taking stock of the present development potential of co-operatives with a view to determining both the policies and inputs needed to reinforce co-operative self-help, and the most appropriate levels of action. The survey would, in particular, aim at identifying possible areas of inter-country collaboration by way of pooling of experience, expertise and training facilities available in the Sudano-Sahelian countries. It would also be useful to look into the training programmes which exist in other neighbouring countries, especially as regards the facilities of the Co-operative Enterprise Development Centres of Ivory Coast and Cameroon where membership education, training, operational research and management consultancy services are specially geared towards improving the economic viability of co-operatives and their unions.

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In view of the similarity of economic structure and patterns in the Sudano-Sahelian zone, and pending the results of the proposed 6-month-survey, the countries concerned might wish to consider the establishment of a small co-operative interdisciplinary advisory team, namely a Bureau for Co-operative Development and Management Consultancy, which would ensure the pooling and mutual exchange of specialised co-operative expertise on a partnership basis; its functions would thus complement, on specific technical subjects, current co-operative promotion work performed at the country level.[1] The Bureau which ought to largely draw on sub-regional experience and expertise, with complementary external inputs as required, would, prima facie, provide specialised services in the following areas: co-operative marketing, transport and storage; distribution of consumer goods and supply of production inputs; financing of co-operative enterprise and operations; co-operative organisation and management (including standardisation of accountancy and business procedures; co-operative education and training (programme development and training methods).

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1 To reduce administrative overheads, the Bureau could be attached to an already existing sub-regional organisation.

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Table 1

Population (mid-1970), GNP at Market Prices, Per Capita GNP (1970) and Average of Annual Growth Rates (1960-1970)

Country	Population (in '000s)	GNP at Market Prices* (Million US $)	Per Capita GNP (US$)	Growth Rates	
				Population (%)	Per Capita GNP ($)
MAURITANIA **	1,170	170	140	1.9	4.5
MALI	5,018	320	70	2.1	4.4
SENEGAL	3,870	870	230	2.1	0.0
UPPER VOLTA	5,384	340	60	2.1	- 0.6
NIGER	4,020	380	90	2.9	- 2.0
CHAD	3,640	300	80	1.8	0.4
GHANA	8,640	2,640	310	2.6	- 0.4
IVORY COAST	4,941	1,520	310	3.0	4.5
UNITED STATES OF AMERICA	204,800	975,240	4,760	1.2	3.2
FRANCE	50,775	157,390	3,100	1.0	4.6
IRELAND	2,944	4,010	1,360	0.4	3.6

Source : IBRD, World Bank Atlas, 1972.

* GNP at market prices rounded to tens of millions.

** Estimates of GNP per capita and its growth rate are tentative. In some instances GNP per capita estimates of under 100 dollars are based on data that have a large margin of error and are thus likely to be less reliable than estimates of over 100 dollars.

Table 2

GDP at current Factor Cost by Industry, 1969

(Industrial origin in US $ million)

Country	Agriculture	Mining	Manufacturing and Electricity	Construction	Commerce	Transport	Total inc. other
MAURITANIA	67.0 (40.4%)	46.0 (27.7%)	4.0 (2.4%)	13.0 (7.8%)	11.0 (6.6%)	3.0 (1.8%)	166.0
MALI	208.0 (49.1%)	- -	29.0 (6.8%)	23.0 (5.4%)	73.0 (17.2%)	12.0 (2.8%)	424.0 (100%)
SENEGAL	191.9 (30.9%)	2.0 (0.3%)	87.0 (14.0%)	21.0 (3.4%)	150.0 (24.1%)	41.0 (6.6%)	621.3
UPPER VOLTA	117.0 (49.4%)	- -	22.0 (9.3%)	12.0 (5.1%)	38.0 (16.0%)	18.0 (7.6%)	237.0
NIGER	165.0 (59.6%)	18.0 (6.5%)	12.0 (4.3%)	34.0 (12.3%)	9.0 (3.3%)	19.0 (6.9%)	277.0
CHAD	105.0 (48.4%)	- -	14.0 (6.5%)	13.0 (6.0%)	38.0 (17.5%)	3.0 (1.4%)	217.0
GHANA	862.7 (42.0%)	37.0 (1.8%)	348.0 (17.0%)	107.0 (5.2%)	261.0 (12.7%)	84.0 (4.1%)	2,053.7
IVORY COAST	384.6 (35.8%)	3.0 (0.3%)	147.0 (13.7%)	70.0 (6.5%)	164.4 (15.3%)	99.0 (9.2%)	1,075.0

Source : United Nations ECA, Survey of Economic Conditions in Africa, 1970.

Table 3

Exports in Terms of GDP
and
Importance of machinery and transport equipment imports

Country	Share of Exports in total GDP (1969)(%)	Share of Imports of Machinery and Transport Equipment in Total imports (1969)(%)	Share of Imports of Machinery and Transport Equipment in GCDF * (1969)(%)
MAURITANIA	43.6	38.9	37.3
MALI	3.5	43.3	22.2
SENEGAL	17.1	19.6	33.7
UPPER VOLTA	8.0	25.4	24.9
NIGER	14.3	-	-
CHAD	13.1	28.6 **	24.4 **
GHANA	13.2	26.7	36.5
IVORY COAST	34.7	32.9	43.9

Source : ECA, Survey of Economic Conditions in Africa, 1970, Part II, p. 300.

* Gross Domestic Capital Formation.

** 1968.

Table 4

Dependence on Export Commodities

(in percentage of annual value of exports)

					Per Cent
MAURITANIA	(1968)	Iron ore and concentrates			89.3
MALI	(1969)	Live animals		48.2	
		Fish, salted, dried or smoked		14.1	
		Raw cotton, other than linters		10.0	
		Oilseeds, oil-nuts and oil kernels		9.0	81.3
SENEGAL	(1969)	Groundnut oil	28.7		
		Groundnuts, green	12.9		
		Oilseed cake and meal	12.2	53.8	
		Natural phosphates		8.5	
		Fish, fresh and simply preserved		7.0	69.3
UPPER VOLTA	(1969)	Live animals		36.9	
		Raw cotton, other than linters		27.9	
		Oilseeds, oil-nuts and oil kernels		16.9	81.7
NIGER	(1969)	Groundnuts	60.5		
		Groundnut oil	4.0	64.5	
		Live animals	14.3		
		Meat preparations	1.7		
		Hides and skins	3.4	19.4	
		Raw cotton, other than linters		4.8	88.7
CHAD	(1969)	Raw cotton, other than linters		82.1	
		Live animals	2.0		
		Meat, fresh, chilled or frozen	8.3		
		Meat, dried	0.4		
		Hides and skins	1.4	12.1	94.2

Source : United Nations: Yearbook of International Trade Statistics - 1969, New York, 1971.

Table 5

Trade by Principal Countries of Production
and
Last Known Destination

Country	Special Imports c.i.f.		Special Exports f.o.b.	
MAURITANIA (1969 - in million frs. CFA)				
Total Trade	11,764	100%	20,015	100%
EEC of the Six	5,650	48.0	12,401	62.0
Belgium-Luxemburg	462	(3.9)	2,424	(12.1)
France	4,435	(37.7)	3,935	(19.7)
Germany, Federal Republic	568	(4.8)	2,829	(14.1)
Netherlands	87	(0.7)	559	(2.8)
Italy	98	(0.8)	2,654	(13.3)
United Kingdom	1,160	9.9	4,720	23.6
United States of America	1,686	14.3	34	0.2
Algeria	113	1.0	1	.0
Congo	324	2.8	566	2.8
Ghana	0	0.0	109	0.5
Liberia	222	1.9	-	-
Senegal	131	1.1	470	2.4
Zaïre	0	0.0	95	0.5

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Table 5

Trade by Principal Countries of Production
and
Last Known Destination

Country	Special Imports c.i.f.		Special Exports f.o.b.	
MALI (1969 - in million Mali francs)				
Total Trade	20,099	100%	8,941	100%
EEC of the Six	9,490	47.3	1,519	17.0
Belgium-Luxemburg	339	(1.7)	1	(0.0)
France	7,790	(38.8)	1,434	(16.0)
Germany, Federal Republic	572	(2.9)	10	(0.1)
Italy	486	(2.4)	73	(0.8)
Netherlands	303	(1.5)	1	(0.0)
United Kingdom	240	1.2	95	1.1
United States of America	530	2.6	7	0.1
USSR	1,976	9.8	212	2.4
Japan	131	0.7	411	4.6
China, People's Republic	1,706	8.5	0	0.0
Egypt	610	3.0	19	0.2
Ghana	54	0.3	1,877	21.0
Guinea	28	0.1	44	0.5
Ivory Coast	1,725	8.6	3,509	39.3
Liberia	10	0.05	110	1.2
Mauritania	79	0.4	39	0.4
Senegal	1,685	8.4	425	4.8
Upper Volta	8	0.04	230	2.6

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Table 5

Trade by Principal Countries of Production
and
Last Known Destination

Country	Special Imports c.i.f.		Special Exports f.o.b.	
SENEGAL (1969 - in million frs. CFA)				
Total Trade	51,273	100%	31,927	100%
EEC of the Six	30,393	59.2	22,606	70.7
Belgium-Luxembourg	838	(1.6)	172	(0.5)
France	20,787	(40.5)	19,228	(60.2)
Germany, Federal Republic	5,799	(11.3)	633	(2.0)
Italy	1,624	(3.2)	935	(2.9)
Netherlands	1,345	(2.6)	1,638	(5.1)
United Kingdom	498	1.0	752	2.4
United States of America	3,245	6.3	87	0.3
China, People's Republic	1,660	3.2	0	0.0
Japan	202	0.4	529	1.7
Thailand	1,653	3.2	0	0.0
Algeria	1,288	2.5	6	0.0
Cameroon	20	0.04	373	1.2
Dahomey	182	0.4	215	0.7
Equatorial Customs Union	2,271	4.4	960	3.0
Guinea	46	0.1	133	0.4
Ivory Coast	2,578	5.0	944	3.0
Madagascar	1,084	2.1	665	2.1
Mali	159	0.3	1,049	3.3
Mauritania	9	0.02	482	1.5
Morocco	512	1.0	116	0.4

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Table 5

Trade by Principal Countries of Production
and
Last Known Destination

Country	Special Imports c.i.f.		Special Exports f.o.b.	
UPPER VOLTA (1969 - in million frs. CFA)				
Total Trade	12,863	100%	5,329	100%
EEC of the Six	7,906	61.4	1,149	21.5
Belgium-Luxemburg	250	(1.9)	114	(2.1)
France	6,306	(49.0)	705	(13.2)
Germany, Federal Republic	754	(5.9)	174	(3.3)
Italy	220	(1.7)	155	(2.9)
Netherlands	376	(2.9)	1	(0.0)
United Kingdom	221	1.7	118	2.2
United States of America	542	4.2	2	0.0
Japan	108	0.8	226	4.2
Hong Kong	129	1.0	414	7.8
Ghana	516	4.0	581	10.9
Ivory Coast	1,741	13.5	2,152	40.4
Mali	273	2.1	88	1.7
Senegal	196	1.5	9	0.2

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Table 5

Trade by Principal Countries of Production
and
Last Known Destination

Country	Special Imports c.i.f.		Special Exports f.o.b.	
NIGER (1969 - in million frs. CFA)				
Total Trade	12,570	100%	6,250	100%
EEC of the Six	7,811	62.1	4,222	67.6
Belgium-Luxemburg	175	(1.4)	3	(0.1)
France	6,122	(48.7)	3,921	(62.7)
Germany, Federal Republic	802	(6.4)	14	(0.2)
Italy	171	(1.4)	246	(3.9)
Netherlands	541	(4.3)	38	(0.6)
United Kingdom	230	1.8	22	0.4
United States of America	639	5.1	79	1.3
Japan	650	5.2	75	1.2
China, People's Republic	349	2.8	3	0.1
Dahomey	59	0.5	192	3.1
Ghana	61	0.5	152	2.4
Ivory Coast	561	4.5	207	3.3
Nigeria	252	2.0	1,006	16.1
Senegal	519	4.1	15	0.2
Togo	29	0.2	37	0.6
Upper Volta	70	0.6	124	2.0

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Table 5

Trade by Principal Countries of Production
and
Last Known Destination

Country	Special Imports c.i.f.		Special Exports f.o.b.	
CHAD (1969 - in million frs. CFA)				
Total Trade	11,914	100%	8,020	100%
EEC of the Six	5,623	47.2	6,704	83.6
Belgium-Luxemburg	121	(1.0)	0	(0.0)
France	4,228	(35.5)	6,654	(83.0)
Germany, Federal Republic	420	(3.5)	26	(0.3)
Italy	514	(4.3)	24	(0.3)
Netherlands	340	(2.9)	0	(0.0)
United Kingdom	439	3.7	60	0.8
United States of America	625	5.3	4	0.1
Japan	163	1.4	0	0.0
China, People's Republic	166	1.4	0	0.0
Cameroon	408	3.4	82	1.0
Central African Republic	277	2.3	146	1.8
Congo	1,269	10.7	203	2.5
Gabon	309	2.6	110	1.4
Nigeria	1,514	12.7	265	3.3
Senegal	207	1.7	2	0.02

Source : United Nations: Yearbook of International Trade Statistics - 1969, New York, 1971.

Table 6

Population Growth 1970-1980
(in thousands)

Country	1970	1975	1980
MAURITANIA	1,170	1,320	1,507
MALI	5,088	5,765	6,580
SENEGAL	3,925	4,452	5,083
UPPER VOLTA	5,376	6,007	6,770
NIGER	3,848	4,485	5,266
CHAD	3,706	4,195	4,785
	23,113	26,224	29,991

Source : Labour Force Projections, Africa
ILO, Geneva, 1971.

Table 7

Labour Force (15-64 years) 1970-1980

(in thousands)

	1970	1975	1980
MAURITANIA	319	354	394
MALI	2,494	2,765	3,083
SENEGAL	1,565	1,721	1,905
UPPER VOLTA	2,625	2,869	3,155
NIGER	1,046	1,205	1,399
CHAD	1,132	1,280	1,456
	9,181	10,194	11,392

Source : Labour Force Projections, Africa
ILO, Geneva, 1971.

Table 8

Numerical Importance of Co-operatives

Country	Co-operatives	Members	Percentage of population covered by co-operatives
MAURITANIA	68, plus 1 union	5,500	2.0
MALI	250, plus 3 unions	103,500	10.0
SENEGAL	1,785, plus 1 union	251,517	30.0
UPPER VOLTA	88, plus 1 union	5,225	0.5
NIGER	90, plus 1 union	46,400	5.0
CHAD	11, plus 1 regional organisation.	1,795	2.0

Source : ILO: International Directory of Co-operative Organisations, Geneva 1971, and other sources.

Table 9

Final or Interim Reports submitted to Governments

MAURITANIE

OIT/OTA/Mauritanie/R.1	Rapport au Gouvernement de la République islamique de Mauritanie sur la sécurité sociale (M. Tran dinh Hue) - 1962.
OIT/TAP/Mauritanie/R.2	Rapport sur l'éducation ouvrière en République islamique de Mauritanie (M. V. Defalle) - 1963.
OIT/TAP/Mauritanie/R.3	Rapport au Gouvernement de la République islamique de Mauritanie sur la législation et l'administration des régimes de prévoyance sociale (M. M. Duval) - 1963.
OIT/TAP/Mauritanie/R.4	Rapport au Gouvernement de la République islamique de Mauritanie sur l'assurance des risques professionnels (M.J. Fournière) 1964.
OIT/TAP/Mauritanie/R.5	Rapport au Gouvernement de la République islamique de Mauritanie sur les conditions de développement du mouvement coopératif - Mission d'enquête (M. A. Hirschfeld) - 1965.
OIT/OTA/Mauritanie/R.6	Rapport au Gouvernement de la République islamique de Mauritanie sur le développement du mouvement coopératif (M. R. Louis) - 1967.
OIT/TAP/Mauritanie/R.7	Rapport au Gouvernement de la République islamique de Mauritanie sur l'évaluation et la planification de la main-d'oeuvre (M. J.-B. Célestin) - 1967.
OIT/TAP/Mauritanie/R.8	Rapport au Gouvernement de la République islamique de Mauritanie sur la sécurité sociale (M. J.-H. Malgaud) - 1968.
OIT/OTA/Mauritanie/R.9	Rapport au Gouvernement de la République islamique de Mauritanie sur l'administration des prestations familiales (M. P. Belot) - 1971.
OIT/TAP/Mauritanie/R.10	Rapport au Gouvernement de la République islamique de Mauritanie sur le développement du mouvement coopératif (M. R. Demoitié) - 1973.
OIT/TAP/Mauritanie/R.11	Rapport au Gouvernement de la République islamique de Mauritanie sur la sécurité sociale (M. G. Sallé) - 1973.
	Mémorandum au Gouvernement de la République islamique de Mauritanie sur l'administration du travail et la réorganisation des services de l'emploi (M. G.H. Connillière) - 10-18 mai 1971.

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Table 9 (2)

Final or Interim Reports submitted to Governments

MALI

OIT/OTA/Mali/R.1	Rapport au Gouvernement de la République du Mali sur le développement de la Coopération en milieu urbain (M. D. Deghaye) - 1961.
OIT/TAP/Mali/R.2 Vol. I	Rapport au Gouvernement de la République du Mali sur les problèmes de l'emploi et de la formation professionnelle en agriculture (M. L. Cordel, M. A. Fardet) - 1962.
OIT/TAP/Mali/R.2 Vol. II	Rapport au Gouvernement de la République du Mali sur les problèmes de l'emploi et de la formation professionnelle dans l'industrie, le commerce et l'artisanat (M. L. Cordel, M.A. Fardet) - 1962.
OIT/TAP/Mali/R.3	Rapport au Gouvernement de la République du Mali sur la formation de cadres dirigeants et l'accroissement de la productivité (M.H. Granger Joly de Boissel) - 1962.
OIT/TAP/Mali/R.4	Rapport au Gouvernement de la République du Mali sur la formation comptable et la gestion des coopératives (M. C. Merker) - 1964.
OIT/TAP/Mali/R.5	Rapport au Gouvernement de la République du Mali sur l'organisation et le développement du mouvement coopératif (M. I.J. Kalivoda) - 1967.
OIT/TAP/Mali/R.6	Rapport au Gouvernement de la République du Mali sur l'évaluation et la planification des ressources humaines (M. Lê Thanh Khôi) - 1967.
OIT/TAP/Mali/R.7	Rapport au Gouvernement de la République du Mali sur le développement du mouvement coopératif. Gestion administrative, financière et comptable des coopératives (M. C. Sébastien) - 1969.
OIT/TAP/Mali/R.8	Rapport au Gouvernement de la République du Mali sur l'organisation du mouvement coopératif (M. P. Graindorge) - 1969.
OIT/OTA/Mali/R.9	Rapport au Gouvernement de la République du Mali sur l'analyse actuarielle des régimes d'assurance sociale gérés par l'Institut National de Prévoyance sociale (M. A. Busca, M. S. Boye) - 1969.
OIT/TAP/Mali/R.10	Rapport au Gouvernement de la République du Mali sur l'organisation et la planification de la formation professionnelle (M. J. Sūra) - 1969.
OIT/TAP/Mali/R.11	Rapport au Gouvernement de la République du Mali sur la création et le développement d'un centre de perfectionnement professionnel pour employés de bureau (M. R.F. Crucifix et Mlle M.J. Ribaute)1970.
OIT/TAP/Mali/R.12	Rapport au Gouvernement de la République du Mali sur la formation et l'éducation coopérative (M. J. Even) - 1973.

MALI - continued ...

Table 9 (2-a)

Final or Interim Reports submitted to Governments

MALI - continued

UNDP/ILO	MLI/68/510	Mise en Place et Organisation du Service des Centres d'Orientation Pratique (COP), Formation des Maîtres (Maîtres et Maîtresses des COP, Maîtres pour la Ruralisation). Rapport technique N° 1. Genève, 1972.
UNDP/ILO	MLI/68/510	Mise en Route des Centres d'Orientation Pratique (COP), leur Organisation et leur Fonctionnement Pratique. Rapport technique N° 2. Genève, 1973.
UNDP/ILO	MLI/69/511	Assistance aux Sociétés et Entreprises d'Etat pour l'Accroissement de la Productivité; Rapport sur les résultats du projet, conclusions et recommandations. Genève, 1973.
UNDP/ILO	MLI/65/503	Formation d'Instructeurs et de Moniteurs de Développement Agricole; Rapport sur les résultats du projet, conclusions et recommandations. Genève, 1972.

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Table 9

Final or Interim Reports submitted to Governments

SENEGAL

OIT/OTA/Sénégal/R.1	Rapport sur l'éducation ouvrière au Sénégal (M. J.V. Morin) - 1962.
OIT/TAP/Sénégal/R.2	Rapport au Gouvernement de la République du Sénégal sur l'élaboration d'un programme de main-d'oeuvre (M. L. Reneau) - 1962.
OIT/TAP/Sénégal/R.3	Rapport au Gouvernement de la République du Sénégal sur l'organisation du service de la main-d'oeuvre (M. L. Reneau) - 1963.
OIT/TAP/Sénégal/R.4	Rapport au Gouvernement de la République du Sénégal sur le développement de l'artisanat et des petites industries (M. J. Barroux)- 1963.
OIT/TAP/Sénégal/R.5	Rapport au Gouvernement de la République du Sénégal sur l'organisation du service de la main-d'oeuvre (M. A. Caron) - 1964.
OIT/OTA/Sénégal/R.6	Rapport sur une mission d'éducation ouvrière au Sénégal (M. E. Lambert) - 1964.
OIT/TAP/Sénégal/R.7	Rapport au Gouvernement de la République du Sénégal sur la méthodologie à appliquer en matière de prévision des besoins et des ressources en main-d'oeuvre. (M. M. Gorecki-Leroy) - 1966.
OIT/TAP/Sénégal/R.8	Rapport au Gouvernement de la République du Sénégal sur l'amélioration du fonctionnement de la Caisse de compensation des prestations familiales et des accidents du travail. (M. A. Bouchôou) - 1966.
OIT/TAP/Sénégal/R.9	Rapport au Goudernement de la République du Sénégal sur l'assurance-pension. (M. Tran dinh Hue) - 1967.
OIT/TAP/Sénégal/R.10	Rapport au Gouvernement de la République du Sénégal sur le développement de l'artisanat (M. Y. Bonete) - 1968.
OIT/TAP/Sénégal/R.11	Rapport au Gouvernement de la République du Sénégal sur l'organisation administrative et la mécanisation de la Caisse de compensation des prestations familiales et des accidents du travail (M. J. Thomas) - 1969.

SENEGAL - continued ...

Table 9

Final or Interim Reports submitted to Governments

SENEGAL - continued

		Mémorandum au Gouvernement de la République du Sénégal sur l'organisation et la planification de la main-d'oeuvre. (M. E. Floch - 1er avril 1968 - 30 juin 1972).
UNDP/ILO	SEN/68/511	Programme de formation professionnelle rurale; rapport sur les résultats du projet, conclusions et recommandations, Genève, 1972.

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Table 9

Final or Interim Reports submitted to Governments

UPPER VOLTA

OIT/OTA/Haute Volta/R.1 Vol. I	Rapport au Gouvernement de la République de Haute Volta sur l'organisation technique et administrative de l'émigration vers la République de Côte d'Ivoire. (M. R.F. Jonker) - 1961.
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OIT/OTA/Haute Volta/R.2	Rapport au Gouvernement de la République de Haute Volta sur l'artisanat à Ouagadougou, Bobo-Dioulasso et leurs environs. (M. P.M. Borg) - 1962.
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OIT/OTA/Haute Volta/R.4	Rapport sur l'éducation ouvrière en République de Haute Volta. (M. P. Carlsen) - 1962.
OIT/OTA/Haute Volta/R.5	Rapport au Gouvernement de la République de Haute Volta sur l'organisation de la bibliothèque du Ministère du Travail et de la Fonction Publique. (Mr. J.W. Haden) 1963.
OIT/TAP/Haute Volta/R.6	Rapport au Gouvernement de la République de Haute Volta sur les conditions de développement du mouvement coopératif. (MM. F. d'Andlau et J.M. Théberge) - 1964.
OIT/OTA/Haute Volta/R.7	Rapport au Gouvernement de la République de Haute Volta sur la revision de la législation de sécurité sociale. (M. J.H. Malgaud) - 1970.
OIT/OTA/Haute Volta/R.8	Rapport au Gouvernement de la République de Haute Volta sur une analyse actuarielle des régimes d'assurance sociale gérés par la Caisse de prévoyance sociale. (M. S. Boye, M. A. Busca) - 1970.
OIT/TAP/Haute Volta/R.9	Rapport au Gouvernement de la République de Haute Volta sur l'administration de l'assurance-pension (M. G. Sallé) - 1971.
OIT/TAP/Haute Volta/R.10	Rapport au Gouvernement de la République de Haute Volta sur la formation et le perfectionnement de personnel de bureau. (Mlle. Alloyau) - 1973.

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Table 9

Final or Interim Reports submitted to Governments

NIGER

OIT/TAP/Niger/R.1	Rapport au Gouvernement de la République du Niger sur les conditions de développement du mouvement coopératif au Niger (M. M. Libotte) - 1962.
OIT/OTA/Niger/R.2	Rapport au Gouvernement de la République du Niger sur l'éducation ouvrière - (M. A. Lhoir) - 1963.
OIT/TAP/Niger/R.3	Rapport au Gouvernement de la République du Niger sur l'organisation de coopératives de construction et de transports. (M. J. Nicolier) - 1964.
OIT/TAP/Niger/R.4	Rapport au Gouvernement de la République du Niger sur la création de coopératives rurales et la formation de leurs dirigeants (M. D. Hefetz) - 1964.
OIT/TAP/Niger R.5	Rapport au Gouvernement de la République du Niger sur l'organisation des coopératives de construction et de transports - (M. J. Nicolier) - 1966.
OIT/TAP/Niger/R.6	Rapport au Gouvernement de la République du Niger sur l'artisanat rural - (M. J. Nevey) - 1970.
OIT/TAP/Niger/R.7	Rapport au Gouvernement de la République du Niger sur l'éducation et la formation coopérative. (M. M. Artzy) - 1970.
OIT/TAP/Niger/R.8	Rapport au Gouvernement de la République du Niger sur l'administration de l'assurance-pension (M.G. Sallé) - 1970.

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Table 9 (6)

Final or Interim Reports submitted to Governments

CHAD

OIT/TAP/Chad/R.1	Rapport au Gouvernement de la République du Chad sur le développement de la formation professionnelle polyvalente des artisans ruraux - (MM. E. Beley, L. Gellion et P. Kampenaer) - 1970.
OIT/TAP/Chad/R.2	Rapport au Gouvernement de la République du Chad sur l'assurance des risques professionnels (M. M. Wasfy) - 1970.
	Mémorandum technique au Gouvernement de la République du Chad sur la formation professionnelle des employés de bureau (M. R.A. Joory, juin 1966 - décembre 1967).
UNDP/ILO CHD/69/504	Développement rural du Ouaddai; rapport intérimaire sur les résultats du projet, conclusions et recommandations, Genève, 1973.

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